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REVIEW OF THE EFFICIENCY OF THE ADMINISTRATIVE AND FINANCIAL FUNCTIONING OF THE UNITED NATIONS

JOINT INSPECTION UNIT

Follow-up report on the Management Advisory Service of the United Nations

Note by the Secretary-General

The Secretary-General has the honour to transmit to the General Assembly the report of the Joint Inspection Unit, entitled "Follow-up report on the Management Advisory Service of the United Nations" (JIU/REP/91/4).

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* A/46/150.

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ANNEX

JIU/REP/91/4
Geneva, June 1991

FOLLOW-UP REPORT ON THE MANAGEMENT ADVISORY SERVICE OF THE UNITED NATIONS

Prepared by

Norman Williams
Joint Inspection Unit

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EXECUTIVE SUMMARY

The present report takes a look at the Management Advisory Service of the United Nations in light of an earlier JIU report on management services in the United Nations system and in the context of General Assembly resolution 31/94C which laid down a clear mandate for an Administrative Management Service in regard to administrative and management control of the United Nations.

For some time, the Service has not been allowed to function as originally envisaged by the General Assembly. It has not remained an independent entity. Rather it has been merged with other units and displaced with other services, at times unrelated. It has lost resources and respect and, as a result of the aforementioned exercises, the Service has also lost the lead role which a unit of this kind should exercise in the United Nations. If the Service is to perform its important role, a number of changes must be realised. These are embodied in a set of recommendations which are put forward in this report.

I. THE EARLY YEARS

1. In 1981, the Joint Inspection Unit prepared a report on Management Services in the United Nations system. 1/ The present report takes a look to see what has happened over the past decade to one of those services - the Management Advisory Service of the United Nations. Apart from its being a natural sequel to an earlier report, the report was prompted also by recommendation 31 of the Group of High-Level Intergovernmental Experts to review the Efficiency of the Administrative and Financial Functioning of the United Nations (Group of 18), which reads as follows: "The Management Advisory Service, which was established to advise on management methodology and to evaluate management structure and weaknesses, is of marginal usefulness and the Service should be abolished.", (A/41/49, paragraph 44).

2. The authors of the earlier report had stated in their opening paragraph: "The United Nations system is arguably the most complex organization in the world. To be effective it must continuously give thought to what is being done, how it is being done and what could be done better." This statement remains true and valid today.

3. Forward-looking organizations in both the public and private sectors, in their quest to keep on top of things, use a variety of mechanisms in support of programme managers who have primary responsibility for guiding their departments successfully. One institutional tool which has proved itself over time has been the management unit. Independent in thinking and outlook, usually reporting directly to the head of the organization, such units are commissioned to function as agents of change to bring about improvements in the efficiency of operations without damaging the morale of employees.

4. The report cited above found that whilst most organizations in the United Nations system had established management services units, ironically they had given low priority to management improvement. This is true of the United Nations.

1/ JIU/REP/81/3, A/36/296.

5. In the United Nations, a unit of this type - an Administrative Management Service (AMS) - was established by the Secretary-General in 1969, following a proposal by ACABQ during its consideration of the budget estimates for that year. It functioned at first as an ad hoc group of experts to advise the Secretary-General on the utilization of manpower resources, and to conduct surveys, organizational studies and systems analysis at the Secretariat 2/. The head of the Service was to report, through the Under-Secretary-General for Administration and Management, to ACABQ and the Fifth Committee. The manpower reviews continued in the early part of the 1970s as the main function of the unit.

6. In his report (A/C.5/31/6) to the Fifth Committee, the Secretary-General, responding to the concerns expressed by the Fifth Committee as to whether the full potential of AMS was being utilized and whether sufficient attention was being paid to implementing its recommendations, stated that the rate of implementation of AMS recommendations had varied considerably from project to project. During consideration of the report, both ACABQ and the Fifth Committee again expressed dissatisfaction with the attention paid to the recommendations and the firm conviction developed that AMS should be strengthened to ensure that it was staffed by a small cadre of individuals possessing the highest possible competence in the field of management to be supplemented by experts in particular fields from the Secretariat or outside. Furthermore, to ensure fulfillment of its mandate, the belief was that AMS must have the necessary independence in the exercise of its functions, and that it should be made abundantly clear to staff at all levels that management improvement efforts had the full support of the Secretary-General.

7. The Fifth Committee's consideration of these recommendations led to the adoption of General Assembly resolution 31/94C, (Annex I to this report).

8. The introduction of two new functions in 1977: strengthening of the organizational manual and establishment of a new forms management programme appeared to place some emphasis on AMS's role as an operational, rather than a consultative, unit.

II. SHIFTING ORGANIZATIONAL ALIGNMENTS AND STAFF REDUCTIONS

9. The functions of the Administrative Management Service are outlined in document ST/SGB/Organization, section P(IV)/Rev.1, (Annex II to this report). The document was issued by the Secretary-General in compliance with General Assembly resolution 31/94C and implies a key role for AMS as a major player in management improvement throughout the Secretariat. This bulletin omits, however, any reference to the very important paragraph (e) of resolution 31/94C, which outlined reporting procedures whereby information on the Service's work was to be submitted annually to the ACABQ. Curiously, in the same year (1977) as its functions were promulgated, the Secretary-General recommended to the General Assembly a merger of AMS and the Internal Audit Service, in order to create an "Internal Audit Management Improvement Service". Whilst this proposal may not have been without merit, the General Assembly, nevertheless, did not accept the proposal and decided to maintain a separate AMS, in a sense reaffirming its conviction that AMS should remain an independent, management entity with its own clear terms of reference and reporting on its work to the General Assembly through ACABQ.

10. Evidently, the Secretary-General seems not to share the General Assembly's original vision in this regard since on two subsequent occasions he has sought officially to downplay AMS's role and significance.

11. In 1985, the Secretary-General in a report to the General Assembly 3/ on the proposed reorganization within the Department of Administration and Management stated his intention to merge AMS and Electronic Data Processing and Information Systems (EDPIS) into a new Management Services Division reporting directly to the Under-Secretary-General for Administration and Management. The idea was to forge a link with the new technologies service. The General Assembly took note of this proposal which was implemented in 1986. AMS was renamed the "Management Advisory Service" (MAS).

3/ A/C.5/40/60, 3 December 1985.

12. On 23 April 1986, the establishment of a new organizational entity, the Management Services Division (combining both AMS and EDPIS) was announced in an internal memorandum of the Under-Secretary-General for Administration and Management to the senior officials of the Department. The new alignment and terms of reference of MAS, however, were not officially announced. As a result of this vacuum, the announcement of these changes came from Secretariat.

13. This marriage, which was seen as an internal exercise in management improvement that would have the effect of enhancing the overall performance of the Organization, was short-lived. Later in 1986, the Group of 18 recommended to the General Assembly that MAS should be abolished in the terms quoted in paragraph 1 of the present report.

14. However, the Secretary-General decided to maintain MAS and stated in his report to CPC on the implementation of the Group of 18's recommendations that in view of "the need for a small internal management consultancy service to assist with the task of streamlining the Secretariat and enhancing its efficiency, the Management Advisory Service will now operate under the direct authority of the Under-Secretary-General for Administration and Management." 4/

15. Scarcely had the ink dried, and notwithstanding previous pronouncements by the Secretary-General on the "shortening of lines of communication to ensure maximum efficiency", a press release heralded the latest reorganization of the Department of Administration and Management thus: "The unit to which AMS/MAS belongs will as of 23 July 1987 report to the Controller". 5/

16. Yet another organizational change was made one year later. During the reorganization and retrenchment exercise in DAM, a new Division for Evaluation and Management Services in OPPBF was established; MAS became part of this division. The Chief of MAS reports, through the Director of the Division, to the Assistant Secretary-General who, in turn, reports to the Under-Secretary-General for Administration and Management.

4/ A/42/234 of 23 April 1987.

5/ SG/A/306/87.

17. Institutionally, AMS/MAS has gone through myriad changes, each change purporting to achieve greater efficiency in doing things and/or shortening lines of communication. This has not happened. In reality, structural and reporting changes in MAS often occurred for reasons other than "achieving greater efficiency" as cited by the Inspector. These reasons were generated, inter alia, from loss of identity and raison d'être of the Service, absence of its precise mandate and, most of all, the quick turnover at the supervisory level heading the Service (e.g., since 1987, 2 Under-Secretaries-General, 2 Assistant Secretaries-General, 4 D-2s, and 4 D-1s have supervised MAS for unusually short durations).

18. Coupled with the institutional buffeting to which AMS/MAS has been subjected has gone reductions in its staffing complement. Over the last decade, the Service has lost 4 professional and an equal number of general service posts as reported below:

Period	Professionals	General Service
1976-83	11	9
1984-85	9	7
1986-87	8	7
1988 to present	7	5

The four professional posts lost were: 1 D-2 (transferred to the immediate Office of the Under-Secretary-General for Administration and Management); 1 D-1 (deployed with its incumbent to EDPIS); 1 P-5 (deployed to the immediate Office of the Under-Secretary-General for Administration and Management); 1 P-3 was retrenched in the wake of the financial crisis. In addition, 1 P-4 post was released by AMS in return for a P-3 post. This means a staff reduction of close to 40 percent, much of it at the senior level.

19. This erosion of the resources and confidence of the Service has affected its output and the Group of 18's recommendation cited above may be seen in this light. However, the role which the Service has to, and must, play is too important for the idea of its abolition to be entertained.

20. Over the years, AMS/MAS has contributed effectively to various functional and structural improvements in the Secretariat. Apart from the areas of inquiry mentioned in paragraph 5, the Service has assisted departments in office systems analysis, establishing programme priorities, and identifying areas of duplication. The Inspector has not conducted a detailed review of MAS's work, but he has come away with the impression that things can be improved as they nearly always can. But what is infinitely more important to him than whether or not at this point in time MAS is performing or not performing to an acceptable standard of efficiency is the Service's mission. That mission, enshrined in resolution 31/94C, transcends immediate or intermediate difficulties. It is without doubt more important today than it was two decades ago and must be pursued.

III. STRENGTHENING THE SERVICE

21. The medium-term plan for 1992-1997 6/ suggests in broad-based terms the following functional role for MAS:

(a) Providing management advisory assistance to client offices and departments by giving critical attention to bettering efficiency, and to providing more timely and effective responses to management problems identified by, inter alia, the General Assembly, ACABQ, CPC, JIU and the External and Internal Auditors;

(b) Providing support services to the Under-Secretary-General for Administration and Management in the issuance of administrative instructions, up-dating and maintaining the Organization Manual of the Secretariat and managing the supply and design of forms.

22. MAS activities as realized at present can be summarised as follows:

(a) Management advisory activities which include:

(i) improving and streamlining oganizational entities;

(ii) the setting of performance targets;

(iii) the simplification of day-to-day administrative practices and procedures.

(b) Control functions:

(i) Control of the administrative issuance system (Secretary-General's bulletins, administrative instructions and information circulars);

(ii) Management and control of the use of standard administrative forms (new forms, revisions and rerolls/reprints);

(iii) Maintenance of the Organization Manual.

6/ A/45/6, pp. 42.49(c) and 42.49(d).

23. The "control" functions mentioned above do carry some importance, but they are not, in the view of the Inspector, the raison d'être of a management service which must be in full rhythm with the managerial pulses of the Organization. To do so implies a continual outreach to the various client departments it has been set up to serve. It must get to know of their problems intimately and must be competent to suggest at least approaches to a solution. Sound advice need not come only in the form of a written report. Where the Service does not have the degree of expertise required to solve a problem, it should be in a position to suggest sources of such expertise and must be fully associated with the conduct of such outside consultancies. In this connection, the Inspector was taken aback on learning that MAS is never, or hardly ever, associated with managerial studies commissioned by Departments. It should be the rule that whenever such studies are to be commissioned MAS should, from the outset (drawing up terms of reference, for example), be associated with them.

24. MAS should become more active in identifying management problems, either independently or in association with Departments, and with the internal and external auditors. There could also be a closer linkage with the Joint Inspection Unit in the sense that MAS could pursue, within the ambit of the United Nations, issues raised or recommendations made by the Unit. Above all, MAS should draw up a biennial programme of work which should be submitted to the ACABQ for review and comment prior to its inclusion in the programme budget. The work programme might, by dint of circumstance, have to be adjusted each year. The idea is that MAS should play a much more active role in inducing management change rather than being reactive or even pacific.

25. In the previous chapter, it had been mentioned that MAS had lost 4 professional and 4 general service staff. To the extent possible, these losses should be restored. Appointments should be at the senior level. Without a bolstering of its staffing complement, the Service would be hard-pressed to play the role originally envisaged for it by the General Assembly and would find it difficult to engage in the active role outlined above. Moreover, it seems highly unlikely that MAS would come any way near completing the ambitious work programme it has set for itself in 1991 (see Annex III). Should it be found not possible to restore the full complement of professional staff, then much more use should be made of within house expertise, either formally (full-time attachment to specific studies) or

informally in terms of brain-storming sessions. Whatever is done, the Inspector sees the need for appointing a first class industrial engineer with a degree and practical experience in business administration, and an able systems analyst.

26. In terms of emphasis, whilst solving specific problems in individual organizational entities may be more rewarding work both in terms of the Service and its clients, the thin resource base of MAS may not permit too widespread a use of this facility, even though the Inspector remains convinced that existing resources could be better harnessed and concentrated in pursuit of a well-designed programme, approved in advance. Should a resource gap persist, recourse would have to be made to studies of a more general, normative nature. Some examples of this type follow:

- providing advice on matters involving general management principles and techniques;

- the development of productivity standards;

- the determination of staffing requirements;

- organizational analysis and reviews;

- the rationalization of policies and administrative practices.

IV. CONCLUSIONS AND RECOMMENDATIONS

27. To function effectively and efficiently, an entity as large and complex as the United Nations must undertake a continual revision of its day-to-day managerial operations. Fully aware of this, the General Assembly, on the basis of a recommendation by ACABQ, endorsed, in the form of an Administrative Management Service, the role of a "competent central internal machinery endowed with the necessary mandate and the maximum support of the Secretary-General", geared towards effective and continuing management improvement.

28. The Secretary-General, in addressing recommendation 31 of the Group of 18 which called for the abolition of the Management Advisory Service, clearly reaffirmed the important role this Service was called upon to play, in asserting that "upon careful examination of the question, he could not propose such abolition without seriously affecting the work of the Department of Administration and Management" 7/, and averred further 8/ that the Service had performed particularly important functions during the period under review and continued to do so. Nevertheless, despite these pronouncements, the Management Advisory Service is not being used in the manner envisaged by the General Assembly two decades ago. To be more faithful to its original purpose the Service must, above all, be organizationally positioned to exercise its independence of thought and action. Ideally, that would imply, as in most organizations, direct access to the Head of the Organization, in this case the Secretary-General himself. However, given the complex nature of the United Nations and the very heavy burdens already placed on the Chief Executive, such an organizational linkage, unless embraced by the Secretary-General personally, may not be workable. Something less than the ideal would, therefore, have to do: the Management Advisory Service should report directly to the Under-Secretary-General for Administration and Management.

29. At the present time, MAS forms part of the Office of Programme Planning, Budgeting and Finance under the leadership of the Controller. It has no business there, just as it had no business tied to EDPIS. Its mission is

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7/ A/43/286 and Corr.1, paras. 57 and 58.

8/ A/45/226, para. 131.

much broader than the narrow confines of United Nations controllership functions, and its freedom of action to identify, investigate and solve managerial problems must not be hemmed in. MAS should, therefore, once more be established as an independent entity, endowed with requisite staff and with the authority to carry out the mandate enshrined in resolution 31/94C. It must have the full, express support of the Secretary-General.

30. For some time, MAS seems to have lost the confidence of its clients, i.e., the Departments and other organizational entities which it must help to bring order to their affairs. Its reputation seems also to have been tarnished within the Department of Administration and Management itself. This is due in no small measure to the manner in which the Service has been shunted and treated as an appendage of other offices with incompatible responsibilities. It is also due to the reduction in its staff complement at a time when there are repeated calls for improved efficiency.

31. Even though departmental programme managers bear the primary responsibility for ensuring the smooth, efficient functioning of their offices, MAS's responsibility in this association is still so heavy that its present resources and those which could reasonably be expected by way of increase at a time of scarce resources, are hardly sufficient to fully service all its potential clients, which include the regional economic commissions, UNCTAD and UNHCR. MAS will, therefore, have to limit the number of specific departmental management improvement studies and shift to studies of a more normative type. For example:

1. Simplifying procedures and developing more cost effective ways of performing tasks.

2. Developing standards for work allocation.

3. The demarcation of lines of authority and responsibility and the elimination of overlap and duplication.

4. The logical and efficient use of available human resources.

32. In light of the above, Member States may wish, after consideration of this report, to:

(i) reaffirm the mandate given in resolution 31/94C strengthening it as necessary to ensure a more vigorous, independent Management Advisory Service. RECOMMENDATION ONE

(ii) authorize the re-establishment and/or redeployment of four professional posts at the senior level. RECOMMENDATION TWO

33. The Secretary-General, on his part, should:

(i) ensure that MAS prepares a biennial programme of work for submission by the Under-Secretary-General for Administration and Management to ACABQ for review and comment prior to its inclusion in the bienninal programme budget. RECOMMENDATION THREE

(ii) submit a biennial report to the General Assembly on the work of MAS. The report should be analytical and results oriented. RECOMMENDATION FOUR

(iii) ensure that MAS interacts more closely with other management advisory services in the system as well as with the JIU and the external and internal auditors. RECOMMENDATION FIVE

(iv) ensure that MAS is intimately associated with all consultancies engaged to undertake managerial reviews. RECOMMENDATION SIX

(v) ensure that MAS reports directly to the Under-Secretary-General for Administration and Management. RECOMMENDATION SEVEN

Annex I

Resolution 31/94C.

Administrative and Budgetary Co-ordination of the United Nations with the Specialized Agencies and the International Atomic Energy Agency

"The General Assembly,

Noting with appreciation the report of the Secretary-General 52/ on the review of action taken on the recommendations of the Administrative Management Service and the related report of the Advisory Committee on Administrative and Budgetary Questions, 53/

Convinced that an effective and continuing management improvement programme is essential for the efficient and economical functioning of the Organization and that this, in turn, requires a competent central internal machinery endowed with the necessary mandate and the maximum support of the Secretary-General,

Noting the view of the Secretary-General that, while "an acceptable degree of success" 54/ has been achieved in implementing the past recommendations of the Administrative Management Service, further measures are needed throughout the Secretariat for securing better results from management improvement efforts,

Noting also the statement made by the Under-Secretary-General for Administration and Management before the Fifth Committee on this matter, in particular paragraph 17 of the summary record containing that statement, 55/

Agreeing with the observations of the Advisory Committee on Administrative and Budgetary Questions as contained in paragraphs 12 to 19 of its report, particularly those in paragraph 14,

1. Requests the Secretary-General:

(a) To put into effect promptly the measures mentioned in paragraph 67 of his report, 52/

(b) To strengthen the existing role and functions of the Administrative Management Service by:

(i) Authorizing the Service to identify management problems or areas requiring management improvement and to examine and report thereon with specific recommendations as to action required;

(ii) Reviewing the reports and recommendations when received and by taking the necessary steps to ensure the prompt and effective implementation by the offices or departments concerned of those recommendations which he has approved;

52/ A/C.5/31/6.

53/ Official records of the General Assembly, Thirty-first Session, Supplement No. 8 (A/31/8 and Add.1-26), document A/31/8/Add.5.

54/ A/C.5/31/6, para.64.

55/ Official Records of the General Assembly, Thirty-first Session, Fifth Committee, 24th meeting; and ibid, Fifth Committee, Sessional Fascicle, corrigendum.

(iii) Empowering the Service to monitor and, whenever necessary, assist in the implementation of recommendations which he has approved;

(iv) Calling upon the offices or departments responsible to report at six-monthly intervals on the progress being made in implementing the approved recommendations, together with any problems and difficulties encountered in the process;

(c) To inform all staff of the Secretariat of the revised role and functions of the Administrative Management Service and of his strongest support for the Service, and to call upon them to extend to it full co-operation and assistance;

(d) To give special attention to the matter of staffing of the Administrative Management Service so as to ensure that the Service is staffed at all times by individuals possessing the highest degree of technical competence;

(e) To submit annually to the Advisory Committee on Administrative and Budgetary Questions a report in summary form on the management improvement projects and other advisory services rendered by the Administrative Management Service during the preceding twelve months; such reports should also include:

(i) A complete list of all reports and recommendations made by the Admininstrative Management Service during the year, with an indication of the recommendations, or parts thereof, not approved by the Secretary-General;

(ii) A summary of the progress reports submitted during the past year in accordance with sub-paragraph (b) (iv) above, together with an evaluation by the Secretary-General of the benefits derived to date or expected to be derived in the future from the implementation of the approved recommendations dealt with in these reports;

(f) To ensure that the programme budget proposals, beginning with those for the biennium 1978-1979, reflect all the benefits derived from the management improvement efforts referred to in sub-paragraph (e) (ii) above;

(g) To report to the General Assembly at its thirty-third session on the results obtained through the application of the measures mentioned in paragraph 6 of his report 52/ and the procedure set out in the present resolution;

2. Requests the Advisory Committee on Administrative and Budgetary Questions:

(a) To draw the attention of the General Assembly to any situation or problem requiring its attention which may arise from the annual reports mentioned in paragraph 1 (e) above;

(b) To submit its views and recommendations on the report of the Secretary- General requested in paragraph 1 (g) above;

3. Decides to review, at its thirty-third session, the question of administrative and management control of the United Nations, on the basis of the report of the Secretary-General requested in paragraph 1 (g) above and the views and recommendations submitted thereon by the Advisory Committee on Administrative and Budgetary Questions.

98th plenary meeting
14 December 1976"

Annex II

Section P (IV)

ADMINISTRATIVE MANAGEMENT SERVICE

Functions

Serves as the internal management consulting staff in the Secretariat and, in that capacity:

Identifies management problems or areas requiring management improvement and examines and reports thereon to the Under-Secretary-General for Administration and Management and other appropriate officials, with specific recommendations as to action required;

Undertakes management surveys or studies at the request of the Secretary-General or of the heads of Departments and Offices and reports the results to the appropriate officials, as well as to the Under-Secretary-General for Administration and Management for their attention;

Assists and advises, where requested, in the management improvement efforts of Departments and Offices by participating in working groups, task forces, etc., convened by them;

Provides advice and comments on questions involving management principles and techniques referred to it by the Under-Secretary-General for Administration and Management or heads of Departments or Offices;

Sponsors productivity studies in specific Units and for specific categories of work;

Monitors and, whenever necessary, assists in the implementation of the recommendations approved by the Under-Secretary-General for Administration and Management;

Assists, as necessary, the Budget Division in ensuring that the programme budget proposals reflect the benefits derived from the implementation of all all the approved recommendations of AMS;

Compiles and maintains the manual of the Organization of the Secretariat and authorizes amendments thereto;

Reviews and authorizes the publication and distribution of all policy bulletins, administrative instructions, manuals and information circulars;

Manages and controls the use of standard administrative forms;

Undertakes such ad hoc tasks in respect of the above functions as may be assigned to the Service by the Under-Secretary-General for Administration and Management.

ST/SGB/Organization
Section P (IV)/Rev.1

Annex III

MAS WORK PROGRAMME FOR 1991

Activity/Project	Client	MAS Staff	Schedule	Status
I. Work in progress				
(a) Organization/management studies				
1. Review of the organization and operations of the Publishing Division DCS - Phase II	DCS	Olivero	May/June	Phase I completed; distribution to be reviewed.
2. Review of public information activities in the Secretariat	DPI	Madarshahi/ Kedir	April-Oct.	
3. Review of information centres	DPI	Madarshahi	Open	
4. Systems and procedures review of Insurance Unit		Klein	March - open	Began work on improvement of ASHI form.
5. Secretary-General's report on administrative, structural and other aspects of the improvement of the efficiency of the Organization	USGAM	Klee/Olivero		
6. Management review of the Staff Counsellor's Office	OHRM	Olivero	April-May	Starting 15 April.
7. Workload measurement project	Controller	Klein	March-July	
8. Organizational review of DAM	DAM	Madarshahi/ Kedir	Jan.-May	
9. Organizational review of OPGS	OPGS	Klee	Open	

Activity/Project	Client	MAS Staff	Schedule	Status
(b) Management/ad hoc advice				
1. Technical advice on PER reform	OHRM	Klee	Depending on meetings	Ongoing.
2. Secretariat support for the SIRC	USGAM	Olivero/Klein		Ongoing.
3. Space survey - working group	USGAM	Olivero	To be scheduled	
4. LAN Task Force	USGAM	Olivero	Open	Ongoing.
5. Agency support costs	Controller	Olivero	April	
II. Possible additional projects and follow-up services in 1991				
1. Organizational study to consolidate the United Nations drug structures in Vienna				Resolution 248 B (ECOSOC)
2. Follow-up of study on common services in Vienna				A/C.45/L.15, page 34.
3. Follow-up on ECA language study				A/C.5/45/L.15, pages 39 and 40.
4. Organizational study on the integration of CPC with UNCTAD				A/45/714, page 20.
5. Follow-up study on ECE				A/45/237.
6. Review of staffing needs in JIU				
7. Organizational review of ECLAC				

Activity/Project	Client	MAS staff	Comments
III. Continuing functions			
1. Organization Manual	USGAM, Secretariat departments and offices		SG & EOSG - Draft submitted in 1987.
		Klee	DG/DIEC - Awaiting new draft.
		Klee	OPGS - Awaiting request for organizational review.
		Klee	OALOS - Guidelines for preparation of SGB sent to OALOS.
		Klein	PSCA - Awaiting approval from Office of USGAM.
		Klein	DCS - Awaiting comments and new draft on Publishing Division from DCS.
		Olivero	DTCD - Draft finalized. One point needs clarification.
		Klee	UNCTC - Draft received.
		Klee	CSTD - Draft requested.
		Klein	ECA - Awaiting approval from ECA on final draft.
		Klee	ESCAP - Awaiting approval from ESCAP on final draft.
		Olivero	ECE - Draft requested.
		Klee	ECLAC - Draft sent to ECLAC.
		Klee	ESCWA - Draft sent to ESCWA; on hold due to crisis.
		Olivero	UNCTAD - On hold (?)
		Kedir	UNEP - Draft forwarded to UNEP for comments.
		Kedir	UNCHS - Draft received.
		Olivero	UNDRO - Forwarded to UNDRO for approval.
		Olivero	UNHCR - Draft received but incomplete.
		Madarshahi	WFC - Draft requested.
		Kedir	DAM:
			- OGS - Draft received.
			- OPPBF - Draft received; being revised.
			- OHRM - Awaiting approval from ASG on final draft.
			- IAD - Draft received.
		Kedir	DIESA - Awaiting new draft.
		Madarshahi	UNOG - New draft requested.
		Klein	UNOV - Gioconelli's office was contacted through liaison office. New structure will be ready in June 1991.

Activity/Project	Client	MAS staff	Comments
2. Administrative Issuances	USGAM, Secretariat departments and offices	Nolan	ST/SGB: _____ ST/AI: _____ ST/IC: _____
3. Forms management		Kilfoil	Rerolls: _____ Revisions: _____ New forms: _____

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GENERAL ASSEMBLY
Forty-sixth session
Item 24 of the provisional agenda*
THE SITUATION IN CAMBODIA

SECURITY COUNCIL
Forty-sixth year

Letter dated 29 July 1991 from the Permanent Representative of the Philippines to the United Nations addressed to the Secretary-General

On behalf of the Permanent Missions to the United Nations of the States members of the Association of South-East Asian Nations (ASEAN), I have the honour to transmit to you herewith the text of a statement of the ASEAN Foreign Ministers on the Cambodian question, issued at Kuala Lumpur on 19 July 1991 (see annex).

I should be grateful if you would have the text of the present letter and its annex circulated as a document of the General Assembly, under item 24 of the provisional agenda, and of the Security Council.

(Signed) Sedfrey A. ORDONEZ
Ambassador
Permanent Representative

* A/46/150.

ANNEX

Statement of the ASEAN Foreign Ministers on the Cambodian question, issued at Kuala Lumpur on 19 July 1991

1. The Foreign Ministers reviewed the situation in Cambodia and noted that, with the convening of the Meeting of the Supreme National Council (SNC) at Jakarta from 2 to 4 June 1991, important developments have taken place. They noted with satisfaction that the meeting of the SNC at Pattaya from 24 to 26 June 1991, convened and presided by His Royal Highness Samdech Norodom Sihanouk, had generated a momentum in advancing the peace process towards a comprehensive political settlement.

2. They welcomed the Informal Meeting of the SNC at Beijing, on 17 July 1991, to which representatives of the United Nations Secretary-General and the two Co-Chairmen of the Paris Conference on Cambodia (PCC) were invited. They were greatly encouraged by the further progress made at this meeting, particularly the unanimous election of H.R.H. Samdech Norodom Sihanouk as President of the SNC in a spirit of compromise and national reconciliation.

3. They believe that the SNC's decision to establish its headquarters in Phnom Penh should enable it to function, throughout the transitional period, as the unique legitimate body and source of authority in which the independence, sovereignty and unity of Cambodia is embodied, as stipulated in the Joint Statement of the Jakarta Informal Meeting on Cambodia of 10 September 1990.

4. The Foreign Ministers reiterated their support for the efforts of the Co-Chairmen of the PCC, the five permanent members of the United Nations Security Council and the United Nations Secretary-General, and encouraged them to continue assisting the Cambodian parties to reach agreement on the unresolved issues in the draft agreements based on the Permanent Five Framework Document. They expressed their hope that the two Co-Chairmen would be able to reconvene, as soon as feasible, the Paris Conference on Cambodia.

5. The Foreign Ministers strongly emphasized the need for national reconciliation among the Cambodian parties and called on them to intensify efforts to seek compromise among themselves to resolve the issues left outstanding after the consultations between the Co-Chairmen and the SNC members at Jakarta from 2 to 4 June 1991.

6. The Foreign Ministers look forward to the SNC assuming the Cambodian seat at the forty-sixth session of the United Nations General Assembly and welcomed the SNC's decision to send a delegation headed by H.R.H. Samdech Norodom Sihanouk to that session.

7. The Foreign Ministers emphasized that, at this crucial stage, it is important that all efforts be made to ensure that the momentum of the peace process be maintained. They noted, in particular, that it is necessary to take cognizance of the SNC, as it is now constituted and functioning, and to extend the required international support. Towards this end, the Foreign Ministers decided that all ASEAN countries would respond positively to the SNC's invitation to accredit representatives to the SNC.

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GENERAL ASSEMBLY
Forty-sixth session
Items 35, 54, 59, 60, 61, 62, 63, 67 and 68 of the provisional agenda*
THE SITUATION IN THE MIDDLE EAST
ESTABLISHMENT OF A NUCLEAR-WEAPON-FREE ZONE IN THE REGION OF THE MIDDLE EAST
CHEMICAL AND BACTERIOLOGICAL (BIOLOGICAL) WEAPONS
GENERAL AND COMPLETE DISARMAMENT
REVIEW AND IMPLEMENTATION OF THE CONCLUDING DOCUMENT OF THE TWELFTH SPECIAL SESSION OF THE GENERAL ASSEMBLY
REVIEW OF THE IMPLEMENTATION OF THE RECOMMENDATIONS AND DECISIONS ADOPTED BY THE GENERAL ASSEMBLY AT ITS TENTH SPECIAL SESSION
ISRAELI NUCLEAR ARMAMENT
STRENGTHENING OF SECURITY AND COOPERATION IN THE MEDITERRANEAN REGION
REVIEW OF THE IMPLEMENTATION OF THE DECLARATION ON THE STRENGTHENING OF INTERNATIONAL SECURITY

SECURITY COUNCIL
Forty-sixth year

Letter dated 29 July 1991 from the Chargé d'affaires a.i. of the Permanent Mission of Egypt to the United Nations addressed to the Secretary-General

On instructions from my Government, I have the honour to transmit herewith a letter from His Excellency Mr. Amre Moussa, Minister for Foreign Affairs of the Arab Republic of Egypt, dated 21 July 1991, concerning the initiatives of arms limitation and disarmament in the Middle East.

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* A/46/150.

I should be grateful if you would have the present letter and its annex circulated as an official document of the General Assembly, under items 35, 54, 59, 60, 61, 62, 63, 67 and 68 of the provisional agenda, and of the Security Council.

(Signed) Mohamed Noman GALAL
Chargé d'affaires, a.i.

ANNEX

Letter dated 21 July 1991 from the Minister for Foreign Affairs of Egypt addressed to the Secretary-General

The world has in recent years been the scene of momentous and historic developments which have radically changed the climate of international relations. This change has been accompanied by progress whose significance resides in agreement on concrete measures for arms reduction and disarmament. These are all developments which will, we hope, have a positive impact at the international level and direct results at the regional level, particularly in areas of tension and conflict.

In this connection, Egypt has consistently affirmed that the Middle East region requires intensive efforts on the part of all nations of the region to initiate a peace process which will lead to a just solution of its unresolved problems - first and foremost being the question of Palestine - in such a way as to ensure peaceful coexistence between the various parties in an atmosphere of peace, stability and justice. This process may be accompanied by activity in the sphere of arms reduction and disarmament, the objective being to spare the region from superfluous threats. It is our conviction that the arms race in the region - including nuclear weapons and weapons of mass destruction - impedes and threatens peace efforts, besides constituting a serious threat to the region's future.

Accordingly, Egypt has since 1974 - in the context of the United Nations - called for the establishment of a nuclear-weapon-free zone in the Middle East. This call has been the object of a consensus in the General Assembly for over 10 years in succession. In addition, President Hosni Mubarak proposed in April 1990 that the Middle East should be declared a region free of all weapons of mass destruction, because it is Egypt's perception that threats to the region have continued to grow, particularly in the course of recent years, as a result of the accumulation of arms. This proposal was designed to reaffirm Egypt's role in evaluating the situation in the region and in contributing to the suggestion of practical and constructive solutions to counter any danger to which the region may be subjected.

The recent events in the Middle East induced many States to endorse our latest initiative, which was also endorsed by the Security Council in the context of its resolution 687 (1991). These developments also prompted a number of countries to make their own proposals on arms limitation, particularly in the Middle East. Egypt welcomed all initiatives and ideas designed to contribute to the promotion of international and regional stability and security and promised to engage in a constructive dialogue concerning such initiatives.

As a first step, and with a view to demonstrating the extent of Egypt's commitment and determination to take part in these discussions in a constructive manner, President Hosni Mubarak addressed letters to the Heads of State and Government of the five permanent members of the Security Council and

the major industrialized countries engaged in consultations on these matters, in order to acquaint them both with Egypt's position on the subjects of arms reduction and with its recent proposals.

In this connection, I should like to note that Egypt regards positively all disarmament proposals which ensure the following:

(a) Increased security for the nations of our region while maintaining lower quantities of armaments, bearing in mind that security can be achieved only through peaceful relations, dialogue and political arrangements, eschewing the logic of force;

(b) A qualitative and quantitative balance between the military capabilities of all States in the region, because a continuation of the current imbalance is unacceptable in a region which is striving for a just and comprehensive peace;

(c) The conclusion of agreements on arms reduction and disarmament which may be applied to all States of the region and be complemented by effective monitoring measures and at the same time secure equal rights and responsibilities for those nations, while allowing the nations of the region to cooperate with the international community in establishing arrangements for arms reduction and disarmament so that the problem may be addressed in an integrated and comprehensive manner in accordance with those nations' real security requirements;

(d) The accordance of priority to ridding the region of weapons of mass destruction - particularly nuclear, chemical and biological weapons - together with consideration of measures for conventional arms reduction when political circumstances permit, following the achievement of peace in the region or, at least, once the peace process has made substantial progress towards the attainment of its goal.

I am pleased to inform you that, on 5 July 1991, Egypt announced a series of additional ideas and proposals designed to contribute to the ongoing dialogue on efforts to reduce armaments in our region and, in particular, to accelerate the establishment of the Middle East as a zone free of weapons of mass destruction.

These proposals are as follows:

(a) Egypt calls on the major arms-producing States - and particularly the permanent members of the Security Council - as well as Israel, Iran and the Arab States to deposit undertakings with the Security Council in which they clearly and unconditionally endorse the declaration of the Middle Eas as a region free of weapons of mass destruction and commit themselves not to take any steps or measures which would run counter to or impede the attainment of that objective.

(b) Egypt calls on the arms-producing States and the parties to the Treaty on the Non-Proliferation of Nuclear Weapons to step up their efforts to

ensure that all Middle East nations which have not yet done so adhere to the Treaty, in recognition of the fact that this is a step of the utmost importance and urgency.

(c) Egypt calls on nations of the Middle East region which have not yet done so to declare their commitment:

(i) Not to use nuclear, chemical or biological weapons;

(ii) Not to produce or acquire any nuclear weapons;

(iii) Not to produce or acquire any nuclear materials susceptible to military use and to dispose of any existing stocks of such materials;

(iv) To accept the International Atomic Energy Agency safeguards regime whereby all their nuclear facilities become subject to international inspection.

(d) Egypt calls on those nations of the region which have not yet done so to declare their commitment to adhere to the Treaty on the Non-Proliferation of Nuclear Weapons, as well as to the Convention concerning the prohibition of biological weapons of 1972, no later than the conclusion of the negotiations on the prohibition of chemical weapons being conducted by the Conference on Disarmament in Geneva.

(e) Egypt calls on Middle East States to declare their commitment actively and fairly to address measures relating to all forms of delivery systems for weapons of mass destruction.

(f) Egypt calls on nations of the region to approve the assignment to an organ of the United Nations or another international organization of a role, to be agreed upon at a future date, in the verification of those nations' compliance with such agreements on arms reduction and disarmament as may be concluded between them.

In order to give added impetus to the negotiations between all the parties concerned with these matters, Egypt intends to make direct contact with the major parties concerned - both internationally and in the Middle East region - by dispatching envoys and through the use of conventional diplomatic channels, with a view to discussing these various ideas and means for their implementation in both the bilateral and multilateral contexts at the regional and international levels.

(Signed) Amre MOUSSA
Minister for Foreign Affairs
of the Arab Republic of Egypt

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PROGRAMME PLANNING

Medium-term plan for the period 1992-1997

Note by the Secretary-General

1. At its forty-fifth session, the General Assembly adopted the medium-term plan for the period 1992-1997 together with the recommendations of the Committee for Programme and Coordination and the Committee on Conferences and the additional conclusions and recommendations contained in the annex to resolution 45/253, taking into account the views of the Main Committees of the General Assembly.

2. One of the additional conclusions and recommendations of the General Assembly contained in the annex to resolution 45/253 appears under Programme 21. Public administration and finance, and reads as follows: "Reformulate the narrative of Programme 21, taking into account all the relevant mandates adopted until the forty-fourth session of the General Assembly, for submission to the Assembly at its forty-sixth session."

3. In compliance with that request, the narrative of Programme 21 has been reformulated and is submitted for the consideration of the General Assembly in the annex to the present note.

* A/46/150.

Annex

MEDIUM-TERM PLAN FOR THE PERIOD 1992-1997

MAJOR PROGRAMME IV. INTERNATIONAL ECONOMIC COOPERATION FOR DEVELOPMENT

Programme 21. Public administration and finance

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PROGRAMME 21. PUBLIC ADMINISTRATION AND FINANCE

A. Programme

1. General orientation

21.1 The general mandate for the present programme derives from General Assembly resolution S-13/2, paragraph 5; Economic and Social Council resolution 1985/10, paragraphs 3 and 4; and Economic and Social Council decisions 1988/115, paragraph (a), and 1989/114, paragraph (a).

21.2 The United Nations programme in public administration and finance is essentially an operational activity; its main objective is to respond to the changing needs of developing countries in strengthening their administrative and financial systems for development according to their development priorities. In recent years, a number of economic factors, such as declining economic growth, rising external debts, unfavourable international economic environment and increased government deficits, have led to the shrinkage of resources available for public expenditure. Administrative systems were frequently criticized as consumers of scarce resources in an unproductive manner, in particular, deficit-producing public enterprises. The administrative processes were sometimes found as inefficient, wasteful and frequently detrimental to national development. The institutional improvement necessary for sustained development was found to be hindered by such systemic issues as low salaries and overstaffing in the basic policy environment of the public sector. The weak institutional capacities of Governments to formulate and implement appropriate macro-economic policies was often cited as a root cause for economic deterioration in many developing countries. The urgent need to examine the critical issues in development administration and adopt approaches and programmes for improved management of the public sector was emphasized by national Governments as well as international development agencies.

21.3 Under those circumstances, there have been demands for major changes and improvements concerning public administration and finance systems. Those changes have included retrenchment and rationalization of public administration (both structure and staff), reduction of resources allocated to public organizations, systematic training and development of human resources, improvement of efficiency, economy and productivity in development administration and improved evaluation and accountability for public sector activities. The dominant themes underlying those demands are improving the institutional and management capacities of national institutions, examining the role of the public sector and adjusting it to a size at which it can function effectively and applying, as far as possible, more effective methods of discipline in the operation and control of the activities in the public sector.

21.4 Developing countries have been responding to such demands by adopting various approaches and programmes, which were reviewed by the ninth meeting of

experts on the United Nations programme in public administration and finance in March 1989. One set focused upon a review of issues and priorities in the public sector and the need for a periodic review of the role of the public sector in economic development; another set placed emphasis on the approaches and mechanisms for policy analysis and evaluation in government.

21.5 Many developing countries have also been re-examining their structural and organizational arrangements in the context of the urgent need to improve public management systems and enhance their productivity. Increased emphasis on the transparency of government operations and democratization has encouraged Governments to adopt various forms of decentralization, local self-government and participatory programmes. Along with structural and organizational improvements, many developing countries have made efforts towards increasing the use of information technologies, particularly computer-based information systems, for improvement of productivity and performance in public administration. There is increased concern with and interest in computerized information systems, as many Governments experience problems associated with effective use of information technologies.

21.6 The need to enhance institutional and management capacities of Governments of developing countries to formulate and implement appropriate development policies and programmes has also been recognized by international development agencies. The United Nations Development Programme (UNDP) has initiated a Management Development Programme, under which it is assisting developing countries to achieve sustainable improvements in the public sector through the enhancement of their management capacities and capabilities. Several United Nations specialized agencies have also initiated management improvement programmes in their respective areas through technical assistance projects.

21.7 Many developing countries are initiating efforts to reform the budgetary process and are introducing policies and measures for increased domestic financial resource mobilization. Those measures include harmonizing development and the recurrent budget and strengthening budget capacities, reforming tax policies and procedures and improving tax, customs and excise administration, including training of officials.

21.8 Along with budgetary reform and improved resource mobilization, Governments realize the need to apply the higher standards and improved techniques of management in the provision of public services (for example, health, education and supply of development inputs). These actions are related to the concerns of Governments for raising productivity in the public service and for improving the efficiency and accountability of their operations. The concern for accountability also includes such issues as well-developed accounting and auditing systems to ensure effectiveness of expenditures for realizing policy objectives, cost-effectiveness and management accountability.

21.9 Finally, of utmost importance during the 1990s will be the priority concern for improved civil service systems and integrated human resources

development for public management performance. This will be consistent with the clarion call for reducing the over-bloated civil service, raising its pay scales and improving the human resource factor in development. This priority can be seen, inter alia, in the emphasis contained in the UNDP fourth cycle planning, and its Management Development Programme, and in General Assembly resolutions 40/213 of 17 December 1985 on the role of qualified national personnel in the social and economic development of developing countries, and 44/213 of 7 March 1990 on developing human resources for development.

2. Overall strategy

21.10 The present programme is implemented by the Development Administration Division of the Department of Technical Cooperation for Development of the United Nations Secretariat.

21.11 To achieve the programme's objectives, an operational framework will be devised which will include analysis of the issues involved, formulation of specific guidelines to implement programmes of action and preparation of training modules. Specifically, the Secretariat will carry out operationally-oriented research and analytical studies and technical cooperation activities, including seminars and workshops, training programmes, pilot studies and advisory services.

21.12 The programme will continue to rely upon UNDP as a funding agency for extrabudgetary funds. Cooperation will be maintained with the regional commissions and the Department of International Economic and Social Affairs of the United Nations Secretariat, mainly in the form of information exchange, joint sponsorship and execution of projects and mutual participation in relevant activities. Within the United Nations system, coordination will be maintained with the International Labour Organisation, the United Nations Industrial Development Organization and the World Bank. In addition, coordination matters will formally be discussed in meetings of the inter-agency consultations and working group, held prior to the Meeting of Experts on the United Nations Programme in Public Administration and Finance.

3. Subprogramme structure and priorities

21.13 In the light of the above general orientation, the subprogrammes are as follows:

Subprogramme 1. Monitoring trends and developments in public sector management

Subprogramme 2. Effective structural and organizational arrangements and methods for public management and productivity

Subprogramme 3. Training and development of human resources for public management

Subprogramme 4. Effective budgetary systems and resource mobilization for development

Subprogramme 5. Improving public sector financial management

21.14 Subprogrammes 1 and 3 are designated high priority.

B. Subprogrammes

SUBPROGRAMME 1. MONITORING TRENDS AND DEVELOPMENTS IN PUBLIC SECTOR MANAGEMENT

(a) Objectives

21.15 The legislative authority for the present subprogramme derives from General Assembly resolution 41/182, paragraph 2; Economic and Social Council resolutions 1985/10, paragraph 6 (a), 1987/92, paragraph 2 and 1988/7, paragraphs 2 and 4; and Economic and Social Council decision 1988/115, paragraph (b).

21.16 Articulation of national priorities, determination of the appropriate role of the public sector, formulation of appropriate development policies and programmes and their effective implementation are a challenging job for any government. The recent economic crisis in developing countries, highlighted by various kinds of adjustment programmes, has shown inadequacies and gaps in those areas, specifically regarding the role and priority of public management, inadequate capacities for policy analysis and evaluation and development of alternatives. It also showed the need in developing countries to define the role of the public sector in promoting initiative and dynamism in the economy. In the international context, it is now realized increasingly that macro-economic policy and performance in industrialized countries affect developing countries in critical ways. For many of the latter, prospect for their development cannot be separated from that of the world economy. There is an urgent need in developing countries for periodic articulation of the role and priorities for public management systems and for strengthening their capacities for improved policy analysis, effective implementation of development policies and programmes and timely adjustment of national policies in the context of the global changes and trends.

21.17 Accordingly, the specific objectives of the subprogramme are:

(a) To enhance the capacity of developing countries in articulating the role and priority of public sector management, including public enterprises, and in strengthening their capabilities for policy formulation and evaluation systems in goverment;

(b) To review and analyse the role of the public sector in economic development of developing countries;

(c) To review the issues, priorities, changes and trends in public management;

(d) To study approaches and tools for analysing policy options and for evaluating impacts of policy decisions.

(b) Course of action of the Secretariat

21.18 In accordance with the specific objectives outlined above, the Secretariat will:

(a) Review periodically developments and trends in public management, including the role of the public sector in economic development;

(b) Survey changes and trends emerging in the national, regional and world scene of public administration and finance, including measures taken in connection with structural adjustment programmes;

(c) Facilitate exchange of information and methodology transfer in public administration and carry out empirical studies on arrangements for policy analysis and formulation in selected developing countries;

(d) Devise appropriate methodology for evaluating the impact of policy actions.

SUBPROGRAMME 2. EFFECTIVE STRUCTURAL AND ORGANIZATIONAL ARRANGEMENTS AND METHODS FOR PUBLIC MANAGEMENT AND PRODUCTIVITY

(a) Objectives

21.19 The legislative authority for the present subprogramme derives from Economic and Social Council resolution 1985/10, paragraph 6 (b).

21.20 Administrative reform has proved to be a continuing need of many developing countries. The existence of inadequate (but sometimes overgrown and overstaffed) administrative structures and institutional arrangements points to the need for constant attention to their size as well as performance. Frequently, there is overlapping and duplication of functions among government organizations, which also display a lack of flexibility in structure and operations.

21.21 Citizen participation in public affairs has been on a modest scale. The absence of a well-defined role for local government, clear demarcation of its area of authority, together with shortage of financial resources, technical and professional expertise have been the distinguishing features of local government in developing countries. Centralized set-up and rigid government procedures may have an adverse effect on the citizens or local authorities and may prevent ready access to information and the services to which the citizens and local units may be entitled. The conditions for making decentralized systems work have to be explored more fully.

21.22 Information management is crucial to efficient public administration. Problems have arisen in the use of information technologies and

under-utilization of information systems and office automation by managers in the public sector. The situation can be alleviated by establishing an appropriate national computer policy, focal point and various mechanisms, including training, particularly training of top management which could encourage the use of information management and technologies.

21.23 The specific objectives of the subprogramme, therefore, are:

(a) To assist developing countries in reforming and restructuring their administrative and managerial systems with a view to improving the productivity and effectiveness of such systems;

(b) To facilitate management of organizational change in response to external or internal factors of public administration;

(c) To promote decentralization, local self-government and citizen participation in public affairs;

(d) To develop management information systems and office automation in public administration.

(b) Course of action of the Secretariat

21.24 In accordance with the specific objectives outlined above, the Secretariat will carry out technical cooperation activities, including advisory services and training and field projects, undertake studies of measures required to introduce administrative improvements and procedural simplifications to strengthen local government institutions within the framework of national constitutions prevailing in developing countries and studies in office automation and information systems development and maintenance.

SUBPROGRAMME 3. TRAINING AND DEVELOPMENT OF HUMAN RESOURCES FOR PUBLIC MANAGEMENT

(a) Objectives

21.25 The legislative authority for the present subprogramme derives from General Assembly resolutions 39/219 and 40/213; Economic and Social Council resolutions 1986/73, 1987/81 and 1989/120; and Economic and Social Council decision 1989/114, paragraph (b) (ii).

21.26 Personnel administration is now concerned not only with recruitment, selection, placement, utilization, promotion, discipline and compensation of public personnel, but also with their training, career development and mobilization of overall human resources. Procedures and practices relating to those various facets were often inadequate and personnel policy was frequently in a rudimentary state. In some countries, the civil service, which may lack proper classification, may be further handicapped by a relative lack of internal mobility. Despite relatively low rates of compensation, the overall

size of the civil services may impose too large a burden on the national central personnel agency, and the scope of its functions requires urgent attention in many developing countries as they affect the proper control and use of the civil services. Ethical standards of conduct may similarly require strengthening in order to prevent abuse of powers by civil servants.

21.27 Quite a few developing countries have recently been faced with questions of the size of personnel in the civil services. Determination of surplus staff and retrenchment and decentralization of personnel functions from a central personnel office to line departments and/or local units are a complex issue, particularly in the context of structural adjustment of national economies.

21.28 Establishment of a valid statistical base for civil service personnel is vital for development of effective public sector human resources planning and training. Computerized personnel information systems may be established to improve human resource management and planning, as well as training and management development.

21.29 The objectives of the subprogramme, therefore, will be:

(a) To prepare and disseminate guidelines on improvement in public personnel policy and rationalization of civil service systems;

(b) To assist training institutions in developing countries to modernize and develop curriculum for management development, improve training methods and design training packages for senior management to enhance their skills in policy development.

(b) Course of action of the Secretariat

21.30 In accordance with the objectives outlined above, the Secretariat will implement the following course of action:

(a) Preparation of methodologies for civil service survey and databases to be established for human resource planning and development;

(b) Preparation of technical guidelines on: (i) management development training; (ii) public service ethics; (iii) manpower planning for public service; (iv) retraining mechanisms; and (v) training of trainers;

(c) Technical cooperation activities, including advisory services, training and field projects.

SUBPROGRAMME 4. EFFECTIVE BUDGETARY SYSTEMS AND RESOURCE MOBILIZATION FOR DEVELOPMENT

(a) Objectives

21.31 The legislative authority for the present subprogramme derives from Economic and Social Council resolution 1987/92 and Economic and Social Council decision 1989/114, paragraph (b) (i).

21.32 In many developing countries, lack of trained human resources, weakness in the systems and processes, heavy dependence on and uncertainty about external resources for development funding and competing demands on limited internal resources have reduced the effectiveness of budgetary systems as the main governmental framework for development. There is an increasing realization that improvements in the budgetary system are needed for Governments to be able to plan, allocate and mobilize resources for development. Those improvements should aim at forging stronger links between annual development goals, budgeting and cash planning, and control systems. As an integral part of this effort, increased attention needs to be given to strengthening tax administration systems in order to minimize the leakages that now occur in the systems.

21.33 Considerable uncertainties caused by internal and external economic factors, as well as natural calamities, exist in the national economies. Expenditure planning should, inter alia, take into account those uncertainties and the processes should be strengthened to internalize them. Appropriate contingency mechanisms need to be developed to deal with uncertainties.

21.34 The specific objectives of the subprogramme are:

(a) To assist developing countries in strengthening their budget systems as an effective instrument for intensifying mobilization of their internal resources towards achieving the goal of increasing self-reliance;

(b) To support the efforts of developing countries in achieving reform in plan-budget harmonization, integrating recurrent and development budgets, enhancing budget capacities and establishing a realistic budget calendar;

(c) To assist developing countries in improving processes and instruments of budgetary control, particularly for controlling public current expenditures, and in making adjustment to change and uncertainty and computerization of selective budgetary processes;

(d) To support the efforts of developing countries in improving various aspects of tax administration.

(b) Course of action of the Secretariat

21.35 In the area of budget formulation and implementation, the Secretariat will undertake studies focusing on identification of specific issues and

elements for intensive and detailed research, with a view to preparing guidelines for improvement as well as development of training materials.

21.36 In the area of fiscal reforms and tax administration, empirical studies in selected developing countries on critical needs will be undertaken, workshops and seminars will be organized to test research findings and develop guidelines for improvement and promotion of intercountry cooperation and training programmes will be developed.

21.37 In the area of budgetary controls, research will be carried out in selected countries on the approaches and techniques used in controlling public expenditures, to be followed by seminars and workshops, in which the findings will be disseminated.

21.38 Finally, technical cooperation activities will be carried out, including advisory services, and training and field projects.

SUBPROGRAMME 5. IMPROVING PUBLIC SECTOR FINANCIAL MANAGEMENT

(a) Objectives

21.39 The legislative authority for the present subprogramme derives from Economic and Social Council resolutions 1985/10, paragraph 6 (d) and 1987/92; and Economic and Social Council decision 1989/114, paragraph (b) (i).

21.40 Financial management in many developing countries suffers from inadequate systems and processes and lack of trained staff. Accounting and auditing systems in developing countries are not well-developed to deal with the increasing burden and complexity of governmental activities. Similarly, the financing and managing of a large public enterprise sector has created an increasing financial and management burden on the Governments of developing countries. Significant reforms and improvements in these key areas are essential to provide a sustainable basis for good financial management in developing countries.

21.41 The specific objectives of the subprogramme are to foster improvements of:

(a) Government accounting and auditing systems;

(b) Performance of public enterprises;

(c) Government financial management in selected least developed countries.

(b) Course of action of the Secretariat

21.42 Operational research and follow-up training will be undertaken:

(a) In the area of public financial management, on developing comprehensive action programmes for some selected least developed countries on an experimental basis;

(b) In the area of accounting and auditing, on computerized accounting and audit systems;

(c) In the area of public enterprise, on the central monitoring system for public enterprises, on measures for performance improvements and guidelines on the rationalization of the public enterprise sector; technical cooperation activities, including advisory services, training and field projects will also be carried out.

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HUMAN RIGHTS QUESTIONS

Letter dated 30 July 1991 from the Permanent Representative of Iraq to the United Nations addressed to the Secretary-General

On instructions from my Government, I have the honour to transmit to you herewith the text of decision No. 242 of 21 July 1991, issued by the Revolution Command Council of the Republic of Iraq, concerning a general amnesty for those who have committed the crimes of desertion from and failure to appear for military service and crimes of flight outside the country while on military service.

I should be grateful if you would circulate the present letter and its annex as a document of the General Assembly, under item 99 of the provisional agenda.

(Signed) Abdul Amir A. AL-ANBARI
Ambassador
Permanent Representative

* A/46/150.

ANNEX

Decision

Pursuant to the provisions of article 42, paragraph 1, of the Constitution, the Revolution Command Council has decided as follows:

1. A general amnesty shall be accorded to:

(a) Those who have committed the crimes of desertion from or failure to appear for military service and crimes of flight outside the country while on military service. Legal proceedings against them shall be definitively suspended, regardless of whether they are inside Iraq or abroad, with the exception of officers;

(b) Every citizen, official or public servant shall be granted amnesty from any consequence that has devolved or may devolve upon him by reason of his participation in combating or remedying any of the crimes mentioned in this decision. Actions brought for such reason shall be closed and the courts shall be barred from hearing any action brought against those mentioned in connection with any of the acts stipulated in this decision.

2. Any person who has given himself up or been arrested during the period from 21 March 1991 up to the date of the entry into force of this decision shall be covered by the provisions of article 1 (a) of this decision.

3. This decision shall be published in the Official Gazette and shall be considered as in effect from the date of its promulgation.

4. The competent ministers shall undertake the implementation of this decision.

Saddam HUSSEIN
Chairman of the Revolution
Command Council

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HUMAN RIGHTS QUESTIONS

Letter dated 30 July 1991 from the Permanent Representative of Iraq to the United Nations addressed to the Secretary-General

On instructions from my Government, I have the honour to transmit to you herewith the text of decision No. 241 of 21 July 1991, issued by the Revolution Command Council of the Republic of Iraq, which accords a general and comprehensive amnesty to Iraqis who are fugitives for political reasons either inside Iraq or abroad, as well as to Iraqi prisoners and detainees who have been convicted for political reasons.

I should be grateful if you would circulate the text of the present letter and its annex as a document of the General Assembly, under item 99 of the provisional agenda.

(Signed) Abdul Amir A. AL-ANBARI
Ambassador
Permanent Representative

* A/46/150.

ANNEX

Decision

As Iraq embarks on a new phase of its political development, to wit, a phase which expresses the extent of popular participation and the basis of authority invested in the people by expanding political pluralism and representative elections at all levels, because God Almighty has ordered us to forgive whenever to do so is possible and beneficial (saying as He does in His clear and noble Book: "To forego is nearer to piety"),

And with a view to permitting even the vestiges of patriotism in a perverted mind the opportunity to reconsider such perverse behaviour in order that we may initiate a new phase of our national life and our sacred struggle, in which all are helping to build and defend Iraq, our ranks closed as a bracelet encircles a wrist to protect our beloved, potent and flourishing Iraq, which holds fast against its enemies and stands out as a beacon for its friends and fellow-members of the community,

Pursuant to the provisions of article 42, paragraph 1, of the Constitution,

The Revolution Command Council has decided as follows:

1. A general amnesty shall be accorded to:

(a) Those Iraqis who are fugitives for political reasons. Legal proceedings against them shall be definitively suspended, regardless of whether they are inside Iraq or abroad;

(b) Iraqi prisoners and detainees who have been convicted for political reasons. They shall be released from prison immediately unless they have been convicted of other crimes;

(c) Every citizen, official or public servant shall be granted amnesty from any legal consequence that has devolved or may devolve upon him by reason of his participation in combating, confronting or remedying any of the crimes mentioned in this decision. Actions brought for such reason shall be closed and the courts shall be barred from hearing any action brought against those mentioned in connection with any of the acts stipulated in this decision.

2. This decision shall be published in the Official Gazette and shall be considered as in effect from the date of its promulgation.

Saddam HUSSEIN
Chairman of the Revolution Command Council

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Agenda items 105 and 112

REVIEW OF THE EFFICIENCY OF THE ADMINISTRATIVE AND FINANCIAL FUNCTIONING OF THE UNITED NATIONS

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Note by the Secretary-General

Corrigendum

Annex, page 2

At bottom of page insert

2/ ST/ADM/SER.A/1336 of 10 June 1969.

2. Page 4

At bottom of page insert

4/ A/42/234 of 23 April 1987.

5/ SG/A/306/87.

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